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**Prepared Statement before the
Subcommittee on Legislative
Branch Appropriations
Committee on Appropriations
U.S. Senate**

On GPO's Appropriations Request for FY 2017

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U.S. GOVERNMENT PUBLISHING OFFICE

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Madam Chairwoman and Members of the Subcommittee on Legislative Branch Appropriations, I have the honor to transmit herewith the appropriations request of the U.S. Government Publishing Office (GPO) for FY 2017.

The U.S. Government Publishing Office As an agency of the Legislative Branch, the U.S. Government Publishing Office (GPO) is the OFFICIAL, DIGITAL, SECURE resource for producing, procuring, cataloging, indexing, authenticating, disseminating, and preserving the official information products of the Federal Government.

Under Title 44 of the U.S. Code, GPO is responsible for publishing the information products of all three branches of the Federal Government, including the official publications of Congress and the White House, U.S. passports for the Department of State, and the official publications of other Federal agencies and the courts. Once primarily a printing operation, we are now an integrated publishing operation and carry out our mission using an expanding range of digital as well as conventional formats. Congress and the President recognized this change in our operations in the Consolidated and Continuing Appropriations Act for FY 2015 (P.L. 113-235), which contains a provision re-designating GPO's official name as the Government Publishing Office. GPO currently employs about 1,700 staff.



Along with sales of publications in digital and tangible formats to the public, GPO supports openness and transparency in Government by providing permanent public access to Federal Government information at no charge through our Federal Digital System (FDsys, at www.fdsys.gov), which today makes more than 1 million Federal titles available online from both GPO and links to servers in other agencies. In 2015 FDsys averaged 47 million retrievals per month, with a spike up to 52.9 million retrievals in August 2015. We also provide public access to Government information through partnerships with 1,159 Federal, academic, public, law, and other libraries nationwide participating in the Federal Depository Library Program.

In addition to GPO's Web site, gpo.gov, we communicate with the public routinely via Facebook facebook.com/USGPO, Twitter twitter.com/USGPO, YouTube youtube.com/user/gpoprinter, Instagram instagram.com/usgpo, LinkedIn linkedin.com/company/u.s.-government-printing-office, and Pinterest pinterest.com/usgpo/.

History From the Mayflower Compact to the Declaration of Independence and the papers leading to the creation and ratification of the Constitution, America has always been a nation based on documents, and our governmental tradition reflects that fact. Article I, section 5 of the Constitution requires that "each House shall keep a journal of its proceedings and from time to time publish the same." After years of struggling with the problems associated with various systems of contracting for its printed documents, in 1860 Congress created the Government Printing Office as its official printer. GPO first opened its doors for business on March 4, 1861, the same day Abraham Lincoln was inaugurated as the 16th President of the United States.

Since that time, GPO has produced and distributed the official version of every great American state paper and an uncounted number of other Government publications, documents, and forms. These documents include the Emancipation Proclamation, the legislative publications and acts of Congress, Social Security cards, Medicare and Medicaid information, census forms, tax forms, citizenship forms, passports, military histories ranging from the *Official Records of the War of the Rebellion* to the latest accounts of our forces in Afghanistan, the *9/11 Commission Report*, Presidential inaugural addresses, and Supreme Court opinions. GPO's work to keep America informed goes on today, in both digital as well as print forms.

Strategic Vision GPO has transformed from a print-centric to a content-centric publishing operation. This digital transformation is consistent with the goals outlined in President Obama's roadmap for a digital Government (*Digital Government: Building a 21st Century Platform to Better Serve the American People*, May 2012). It is also consistent with the recommendations submitted to Congress by the National Academy of Public Administration (*Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*, January 2013).



In FY 2017 and the years ahead, GPO will continue to develop an integrated, diversified product and services portfolio that focuses primarily on digital. Tangible print will continue to be required because of official use, archival purposes, authenticity, specific industry requirements, and segments of the population that either have limited or no access to digital formats, though we anticipated that its use will continue to decline.

Strategic Plan GPO's strategic plan, which is available for public review at gpo.gov/about, is built around four goals: satisfying our stakeholders, offering products and services, strengthening our organizational foundation, and engaging our workforce. The plan provides the blueprint for how GPO will continue to achieve its mission of Keeping America Informed with an emphasis on being OFFICIAL, DIGITAL, SECURE. GPO's senior managers convene at the beginning of each fiscal year to review the plan and approve it before it is issued.

GPO's customers are involved in the digital world and understand technological change. Accordingly, it is important that GPO fosters an environment that embraces change and innovation, which leads to new ways of thinking, new work processes, and the development of new products and services for GPO's customers. Tangible printing at GPO is declining while there has been an exponential growth in digital requirements by Congress and Federal agencies. Moreover, the public — including the library and Government information user communities — has signaled its strong desire for increased access to Government information digitally.

GPO has changed to anticipate and accommodate those requirements. The content received from Congress and Federal agencies needs to be managed through a life cycle process that supports the primary requirement to make the digital version of publications permanently available online, and to print only when required or otherwise necessary. This policy is consistent with the President's executive order on printing issued in November 2011.

In transforming its business model, GPO is focusing on managing content for customer and public use both today and tomorrow. GPO uses its extensive experience and expertise with digital systems to provide both permanent public access to Government information in a variety of formats and the most efficient and effective means for printing when required, all within a secure setting that is responsive to the customer's needs.

Technology Transformation GPO has continually transformed itself throughout its history by adapting to changing technologies. In the ink-on-paper era, this meant moving from hand-set to machine typesetting, from slower to high-speed presses, and from hand to automated bookbinding. These changes were significant for their time.

Yet those changes pale by comparison with the transformation that accompanied our incorporation of electronic information technologies, which began more than 50 years ago in 1962 when the Joint Committee on Printing directed the agency to implement a new system of computer-based composition. That order led to the development of GPO's first electronic photocomposition system, which by the early 1980's had completely supplanted machine-based hot metal typesetting. Following the enactment of the GPO Electronic Information Access Enhancement Act in 1993, the databases generated by our composition system were uploaded to the Internet via GPO's first Web site, *GPO Access*, vastly expanding the agency's information dissemination capabilities. Those functions continue today with FDsys and our newly introduced site govinfo on a more robust and comprehensive scale.



While transforming to an increasingly digital footing, GPO continues to provide an array of printing services to support the needs of Congress, Federal agencies, and the public. GPO is retooling its print operations to utilize a smaller, more flexible, more digitally-based equipment profile than previously. In FY 2015 we put into operation our new zero make-ready (ZMR) press to support congressional and Federal agency publishing requirements. As previously reported, this new press will allow us to eventually phase out three outdated presses installed in 1979. We are continually reviewing product and equipment options to ensure that our publishing activities are conducted with the most efficient, effective technologies available.

As a result of these sweeping technology changes — digital products, equipment, and processes—GPO is now fundamentally different from what it was as recently as a generation ago. It is smaller, leaner, and equipped with digital production capabilities that are the foundation of the information systems relied upon daily by Congress, Federal agencies, and the public to ensure open and transparent Government in the digital era. As we prepare GPO for the Government information environment and technology challenges of the future, our transformation is continuing with the development of new ways of delivering Government information, including apps and bulk data download files.

Appropriations Request We are requesting funding for our three appropriated accounts: the Congressional Publishing Appropriation, the appropriation for the Public Information Programs of the Superintendent of Documents, and the appropriation to our Business Operations Revolving Fund, which serves as an addition to working capital in the Fund for

specified projects. The Congressional Publishing and Public Information Programs accounts fund GPO's provision of congressional information products and services as authorized by law and our provision of public access to congressional and other Government information products through statutorily-authorized information dissemination programs.

All other GPO programs and activities—including the production of U.S. passports for the Department of State as well as secure credentials as requisitioned by Federal agencies, the production and procurement of other information products and services for Federal agencies, the sales of Government information products and services to the public, and related operations—are financed on a reimbursable basis through GPO's Business Operations Revolving Fund, which is authorized through the annual Legislative Branch Appropriations bill.

We are requesting a total of \$117,068,000 for FY 2017. This is the same as the level of funding approved for FY 2016 in P.L. 114-113. Total GPO appropriations have declined by nearly 21% since FY 2010 and are currently at their lowest level since then. Our continued transition to digital technologies and products has increased our productivity and reduced costs. Additionally, maintaining financial controls on our overhead costs, coupled with a buyout in FY 2015 that reduced GPO's workforce by 103 positions, has helped make this funding request possible. Finally, the utilization of the unexpended balances of prior year appropriations, which we are able to transfer to GPO's Business Operations Revolving fund with the approval of the Appropriations Committees, has made it possible in recent years to hold the line on the level of new funding we request.



Total Appropriations to GPO FY 2010-2016

Fiscal Year	Appropriation
2010	\$147,461,000
2011	\$135,067,324
2012	\$126,200,000
2013	\$117,533,423
2014	\$119,300,000
2015	\$119,993,000
2016	\$117,068,000

Our FY 2017 request will enable us to:

- meet projected requirements for congressional publishing;
- fund the operation of the public information programs of the Superintendent of Documents; and
- develop information technology including IT security and perform facilities maintenance and repairs that support our congressional publishing and public information programs operations.

Congressional Publishing Appropriation We are requesting \$79,736,000 for this account, the same level approved for FY 2016 in P.L. 114-113 and every year since FY 2014. This appropriation—which is for the production of congressional documents and information products that are essential to the legislative process in Congress, such as the *Congressional Record*, bills, reports, hearings, and other documents—has declined by nearly 15% since FY 2010, as the result of our continuing transition to digital technology and products as well as actions taken in cooperation with the House of Representatives and the Senate to control congressional publishing costs. Unspent prior year balances from this account that have been transferred to GPO’s Business Operations Revolving Fund are available for the purposes of this account.

**Congressional Publishing Appropriation
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$93,768,000
2011	\$93,580,464
2012	\$90,700,000
2013	\$82,129,576
2014	\$79,736,000
2015	\$79,736,000
2016	\$79,736,000



House Report 114-110, accompanying the Legislative Branch Appropriations bill for FY 2016, requires the presentation of budget requirements from a zero base. However, GPO has no control over the workload requirements of the Congressional Publishing Appropriation. These are determined by the legislative activities and requirements of the House of Representatives and the Senate as authorized by the applicable provisions of Title 44, U.S.C. GPO utilizes historical data incorporating other relevant factors to develop estimates of likely congressional publishing requirements. These requirements are used as the basis of the budget presentation for this account.

The estimated requirements for FY 2017 include a projected price level increase of \$2,125,000, primarily to cover employee pay increases equivalent with those paid government-wide. Offsetting this will be a \$5,403,000 decrease in program requirements attributable to anticipated volume decreases for the *Congressional Record*, miscellaneous publications, miscellaneous publishing and services, business and committee calendars, and hearings.

As shown on page E-3 of our budget justification for FY 2017, the unexpended balances of prior year appropriations that have been transferred to GPO’s Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and 2017, so that appropriation requirements for those years can remain stable at \$79,736,000 each year. Compared to FY 2016, we project there will be a decrease of \$3,278,000 in the need for this funding. The balance of these funds is earmarked for GPO’s critically important Composition System Replacement (CSR) project, involving the development of an XML-based composition system to replace our 30+ year-old Microcomp system used in the preparation of congressional documents for digital and print access.

Public Information Programs of the Superintendent of Documents We are requesting \$29,500,000 for this account, representing a decrease of \$1,000,000 or 3.3% from the amount approved for FY 2016 in P.L. 114-113. This appropriation, which is primarily for the operation of the Federal Depository Library Program, has declined by more than 27% since FY 2010, as the result of our continuing transition to digital technology and products which has made the increased dissemination of official Government information to the public less costly and more efficient. The requested amount is based on the outcome of using zero-based budgeting to determine the proper levels of funding needed to perform program activities at minimum levels, as directed by House Report 114-110.

**Public Information Programs of the
Superintendent of Documents Appropriation
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$40,911,000
2011	\$39,831,178
2012	\$35,000,000
2013	\$31,437,000
2014	\$31,500,000
2015	\$31,500,000
2016	\$30,500,000



The funding we are requesting for FY 2017 will cover mandatory pay and related cost increases of \$389,000. Merit and other pay increases are included for 94 FTE's, the same as for FY 2016. In addition, the requested funding covers projected price level increases of \$28,000, including ongoing systems maintenance and FDsys operating expenses.

As with our Congressional Publishing Appropriation, unspent balances of prior year appropriations that have been transferred to GPO's Business Operations Revolving Fund will be used to offset anticipated requirements for FY 2016 and 2017. These requirements include projects to continue transitioning GPO's Public Information Programs to an increasingly digital basis, including the modernization of legacy IT systems, automation of depository distribution, the replacement of GPO's Integrated Library System, bulk harvesting and content management, enhanced Web-based applications, and the development of metadata and parsers for the digitized *Congressional Record* and *Federal Register*. The use of these funds enables GPO to reduce its appropriations requirements while continuing to perform essential services and carry out digital transformation projects.

Business Operations Revolving Fund Appropriations to this account are for working capital used for information technology projects and facilities repairs. We are requesting \$7,832,000 for FY 2017, to remain available until expended. This compares with \$6,832,000 that was appropriated for FY 2016. Since FY 2013, the projects funded by appropriations to this account have consistently included improvements to GPO's FDsys, which has expanded public access to congressional and other Government information products in digital formats while decreasing the costs of distributing traditional print formats, as

well as other essential IT projects. Our request this year includes necessary expenses associated with enhancing the cybersecurity of GPO's IT systems in the wake of successful cyberattacks this past year on the Office of Personnel Management and other Government systems. We also fund necessary physical infrastructure projects through appropriations to this account.

**Appropriations to the Business Operations Revolving Fund
FY 2010-2016**

Fiscal Year	Appropriation
2010	\$12,782,000
2011	\$ 1,655,682
2012	\$ 500,000
2013	\$ 3,966,847
2014	\$ 8,064,000
2015	\$ 8,757,000
2016	\$ 6,832,000

Information Technology Projects for FY 2017 - \$5,875,000



FDsys Projects - \$4,175,000

- **General System and Collection Development (\$3,400,000)** – Development of new FDsys features to support identified needs of key stakeholders, including developing new content collections, increasing content in existing collections, enhancing the accessibility of content, and increasing the discoverability of information.
- **NextGen FDsys Public Website (\$450,000)** – Completion of development and switchover to FDsys NextGen to support a responsive user interface, search engine replacement, publication linking, user interface improvements, and content curation.
- **FDsys Infrastructure (\$325,000)** – Infrastructure for the hardware, storage, and environments to manage system performance as FDsys content and usage continues to grow.

Information Technology Security - \$1,700,000

- **Security Enhancements for Advanced Persistent Threat (\$1,500,000)** – Required for enhanced technologies and services to combat, detect, and prevent advanced persistent threats (including sophisticated nation-state actors) from compromising GPO IT systems.
- **Wireless Intrusion Prevention (\$100,000)** – Required to provide enhance ability to prevent and detect intrusion attempts specifically targeted at wireless systems at GPO.
- **Log Collector (Tech Refresh) (\$100,000)** – Required to replace old and near obsolete log collector systems in order to have sufficient audit trail logs for security investigations and detection/prevention of intrusion attempts.

Facilities Infrastructure Projects for FY 2017 - \$1,957,000

- **Elevator Repairs (\$1,000,000)** – Elevators 39, 40, and 41 comprise the main vertical artery for Plant Operations to move congressional products between press and bindery operations. They also support employee life/safety by providing a means for evacuation of medical emergencies.
- **Emergency Power Generator (\$500,000)** – The power blackout by PEPCO in summer 2015 exposed the need for an upgrade to GPO's emergency generators to support expanded lighting and other electrical requirements.
- **Uninterrupted Power Supply for Data Center (\$257,000)** – The current UPS design and equipment are both obsolete. To ensure uptime and equipment integrity in GPO's data center, these systems need to be replaced.
- **Upgrade Electrical Panels/Wiring (\$200,000)** – This will address the obsolete and often deteriorating condition of the central power distribution feeds that are original to the GPO building complex (the newest building of which dates to 1940). The outdated wiring represents a safety hazard.



Chairwoman Capito and Members of the Subcommittee, we thank you for your continued support and for the funding for GPO included in P.L. 114-113. We look forward to working with you and your staff in your consideration of our appropriations request for FY 2017.



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